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FIRE PREVENTION AND CONTROL ACT AUTHORIZATION

HEARING

BEFORE THE

SUBCOMMITTEE ON SCIENCE, TECHNOLOGY, AND SPACE

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION UNITED STATES SENATE

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ON

FIRE PREVENTION AND CONTROL ACT AUTHORIZATION

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FIRE PREVENTION AND CONTROL ACT AUTHORIZATION

TUESDAY, FEBRUARY 22, 1983

U.S. SENATE,
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
SUBCOMMITTEE ON SCIENCE, TECHNOLOGY, AND SPACE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 11:05 a.m., in room SR-235, Russell Senate Office Building, Hon. Slade Gorton (chairman of the subcommittee) presiding.

Staff members assigned to this hearing: Cheryl Coodley, staff counsel; and Edward A. Smick, minority professional staff member.

OPENING STATEMENT BY SENATOR GORTON

Senator GORTON. The United States continues to lead the industrialized world in loss of life and property due to fire. In 1981, almost 7,000 Americans, civilians and firefighters, lost their lives due to fire, and the direct dollar losses for that year were estimated to be more than $4.5 billion. Clearly, the Fire Protection and Control Act, signed in 1974, has lost none of its timeliness or urgency.

The Fire Prevention and Control Act established the U.S. Fire Administration, the National Fire Academy and the Center for Fire Research in the National Bureau of Standards. Earlier this morning, during our hearing on National Bureau of Standards we heard testimony regarding the Fire Research Center. This hearing will focus on the Fire Administration and Fire Academy, the other entities directly established by the Fire Prevention and Control Act.

The Fire Administration serves as the focus of Federal fire prevention and control activities. It was recently reorganized within the Federal Emergency Management Agency, and we will be scrutinizing its proposed programs and respective funding levels.

The Fire Academy provides technical and management training to many of America's firefighters and allied professionals. The Academy provides not only college level courses at its Emmitsburg, Md., campus but also has an ongoing outreach effort, in close collaboration with State and local fire services, to bring training to thousands of firefighters throughout the Nation.

Senators Hollings and Heflin have opening statements which will be placed in the record.

[The statements follow:]

Opening Statement by Senator Hollings

I would like to commend Senator Gorton for his prompt scheduling of these hearings on the administration's budget request. First, I note that the budget request for the Fire Administration is basically the same as last year except for some money for maintenance and improvement of USFA's buildings. Second, the administration is proposing to terminate the Center for Fire Research. This proposal should be closely scrutinized. One agency that would be affected by the elimination of the Center is the Consumer Product Safety Commission (CPSC). The CPSC uses the Center in its investigations of hazards associated with consumer products. The Center had a budget of $5.9 million in fiscal year 1983. It performs research in all aspects of fire and develops scientific knowledge applicable to the prevention and control of fires. The committee needs to examine the implications of eliminating this program. I look forward to doing that through this hearing.

Opening Statement by Senator Heflin

As ranking minority member on the Science, Technology and Space Subcommittee, I would like to thank the chairman of the subcommittee, Senator Gorton, for holding this hearing on the President's budget request for the U.S. Fire Administration (USFA). I understand that the USFA's budget for fiscal year 1984 is the same as fiscal year 1983 with an additional $1.5 million for improvement of building and equipment.

I am concerned, not about this request, but about the impact on the Federal Fire program of the proposed elimination of the Center for Fire Research, funded through the National Bureau of Standards. This is the only Federal program involved in pure research. The proposal to eliminate the Center has serious implications for the State and local fire services and for other Federal programs within the jurisdiction of this committee. The Consumer Product Safety Commission (CPSC) is one such agency which will be adverely affected by termination of the Center. In its investigations of hazards associated with consumer products, the CPSC obtains research from the Center at a fraction of its real cost. This savings becomes very important when considering the budget limitations of the CPSC.

The Center for Fire Research also plays a vital role in arson investigations by evaluating the various devices used by arsonists to start fires.

Because of the rise in deaths and property destruction in the last several years due to arson, it is vitially important that we continue to support the efforts of programs which combat this vicious crime. The United States has the worst record of any nation in the world in the number of lives and property loss due to fire. In 1981 almost 7,000 Americans lost their lives due to fire, and almost half of those died as a result of arson. Property losses each year amount to as much as $4.5 billion due to fire and indirect losses are estimated at many times this amount. Arson is a malicious and premeditated crime, and we, as a nation, must not tolerate the loss of lives and property due to this criminal act.

If we are to have a coordinated and comprehensive antiarson program in this country, we must continue to support areas of research developed by the U.S. Fire Administration and the Center for Fire Research. For many years now, I have been deeply concerned over the devastating effects of fire and the need for public education on fire prevention, I first introduced legislation on this issue in 1979, and have consistently supported efforts designed to aid in the fight against arson. In light of the successful efforts of the Center for Fire Research in reducing national fire losses through their programs I urge the committee to carefully review the administration's proposal to eliminate the Center for Fire Research.

Senator Gorton. We are pleased to welcome representatives of the major fire services organizations to this hearing. I am especially pleased that Mr. Robert Ely, director of fire services in Kirkland, Wash., has come to testify today, and I want to extend a warm welcome to him.

Our first witness is Mr. Edward Villella, Associate Director for Training and Education in the Federal Emergency Management Agency.

STATEMENT OF FRED J. VILLELLA, ASSOCIATE DIRECTOR, FEDERAL EMERGENCY MANAGEMENT AGENCY, ACCOMPANIED BY JOSEPH L. DONOVAN, SUPERINTENDENT, NATIONAL FIRE ACADEMY; EDWARD M. WALL, U.S. FIRE ADMINISTRATION; AND GEORGE JETT, GENERAL COUNSEL, FEDERAL EMERGENCY MANAGEMENT AGENCY

Mr. VILLELLA. Thank you, Mr. Chairman. I would like to introduce to you the members of the staff. To my right is the Superintendent of the National Fire Academy, Mr. Joseph Donovan. Next to me is Mr. Ed Wall, who has been handling the day-to-day details of the U.S. Fire Administration, and the General Counsel of the Federal Emergency Management Agency, to my left, Mr. George Jett.

Senator GORTON. Your full statement will, of course, be included in the record. Proceed as you will.

Mr. VILLELLA. Mr. Chairman, if I may, I have a very brief statement I would like to read.

We are pleased to appear before this committee on behalf of the administration to seek authorization for appropriation of moneys for activities under the Federal Fire Prevention and Control Act, and for other purposes; and to discuss the Federal Emergency Management Agency's plans for carrying out the responsibilities under the act.

Public Law 93-498 stimulated an effort on the part of the Federal Government to deal with America's common enemy—fire—and established a Federal focus on the national fire problem. The Federal Emergency Management Agency will continue to serve as the Federal focus on this effort.

Proposed legislation to authorize appropriations for the fire prevention and control activities has been forwarded to the Speaker of the House of Representatives and the Vice President of the United States. The amount requested is $14,720,000, which is the amount contained in the President's budget. This proposal also requests authorization for such sums as may be necessary for fiscal year 1985. Enactment of this legislation is in accord with the program of the President.

National attention was focused on the Nation's fire problem by the National Commission on Fire Prevention and Control in 1974 with its report, "America Burning." This report, although recognizing that fire is a local problem, provided justification for a Federal program to supplement the efforts of fire prevention and control activities administered capably at the State and local levels. Although the magnitude of the Nation's fire problem varies from State to State, over the years State and local governments have provided productive and dedicated service to the public. Our effort is to support and encourage these efforts at the State and local level.

Mr. Chairman, and members of this committee, America is still burning. Although there has been an improvement in a number of communities throughout the Nation in reducing the nature and impact from fire, there continue to be unacceptable losses of life and property. A single loss of life from fire, the tragedy of a de-

stroyed home, serious crippling burns and injuries, or increased economic losses cannot be ignored.

The latest statistical information, provided by the U.S. Fire Administration's data program, reveals that in 1981 7,600 civilians and 123 firefighters lost their lives as a result of fire. There were 30,480 injured and there was $6,676 million in direct property damage.

The Federal Emergency Management Agency administers two critical components of the Federal Fire Protection and Control Act—the National Fire Academy and the U.S. Fire Administration. The fire service is an equal partner in this Agency's efforts to raise the state of emergency preparedness throughout the Nation, for natural and manmade disasters. Fire managers are key members of each community's emergency management team.

In order to advance the professional development of the fire service and others engaged in fire prevention and control activities, the National Fire Academy program provides technical, management and public education training. The Fire Academy has grown, in fulfilling the mission given to it by Congress.

There has been an increase of several thousand student graduates since 1980 when the National Fire Academy first took up residence at its present facility at the National Emergency Training Center at Emmitsburg, Md.

In a program which began in the fall of 1982, 4,200 students have already been trained by local trainers using Academy-developed handoff packages at minimum cost to the Federal Government. It is significant to note that the increase in students, and the enhancement through training of the Nation's fire and rescue and allied services have occurred without a proportional increase in funding.

This is a very proud accomplishment in providing growth in the service to the citizens of our country through the Nation's fire and allied services.

We are also pleased to report that the U.S. Fire Administration is now colocated at the National Emergency Training Center, and is functioning in all of the vital program areas. During this past year, the administration and the Congress, with the cooperation of the Nation's fire services, have taken this additional step in providing an improved and cost-effective management of the U.S. Fire Administration functions. The colocation has resulted in increased performance and contributed to the savings of dollars over the previous year's budget.

The colocation has also improved the dialog and substantially assisted in the coordination of the Federal Emergency Management Agency's fire safety and emergency management activities.

The programs of the U.S. Fire Administration are designed to assist and supplement the activities of the States and communities and are designed to provide leadership, and focus on those critical areas which have the greatest potential for reducing this Nation's unacceptable fire losses. The programs address: fire data and analysis; fire prevention and arson control; firefighter health and safety; and fire and rescue management and policy coordination.

Each of these areas contains direct and indirect programs responsive to the needs of the Nation. Each area is reflective of con-

temporary requirements to improve technologies to deal with the complex aspects of the fire problem in America. The U.S. Fire Administration continues to take the lead in coordinating as well the participation of other Federal and private sector agencies.

The U.S. Fire Administration has, in conjunction with the National Fire Academy, contributed toward a progressive and proactive treatment in public fire safety education.

This enhanced direction was highlighted in a national conference held this year in what has been recognized as one of the most productive action-oriented public education conferences in the history of the Federal fire program. At this moment, the U.S. Fire Administration and the National Fire Academy are collectively addressing the continuing arson problem.

There has been increased application of contemporary technology to fire and rescue service needs in the form of teleconferencing and microcomputers that aid both the training and the operational requirements at the community level. Other milestones include advancing the installation of smoke detectors in American home, experimentation with residential sprinklers, research in better protection for the firefighter through a new turnout ensemble and a lighter, self-contained breathing apparatus, and the publication in the past year of data which reflect a statistical analysis of the Nation's fire problem.

During this past year, the Federal Emergency Management Agency, through its civil defense and other disaster-related programs, has applied its resources for the advancement of the National Emergency Training Center's efforts within the U.S. Fire Administration and the National Fire Academy activities. This support and direction from the Agency has engendered a greater degree of cooperation within the fire community.

We appear before this committee proud of these accomplishments. However, Mr. Chairman, we cannot, nor do we seek to, delude you or the citizens of this country with the suggestion that the national fire problem is solved.

We have dedicated, under this act, our comprehensive and committed efforts to take positive actions that contribute toward a national goal to stop "America's Burning". We, therefore, Mr. Chairman, respectfully request the authorization of appropriations for activities under the Federal Fire Prevention and Control Act of 1974.

Thank you. If we can answer any questions, Mr. Chairman, we would be delighted.

Senator GORTON. Thank you very much. Could you give us some of the specific budgetary details for the programs of the Fire Administration? How much do you plan to spend for each of your four basic programs?

Mr. VILLELLA. If I may, I will turn to Mr. Wall, who has the details on the budget.

Mr. WALL. In arson and fire prevention, we plan to spend $750,000; in policy and coordination, $400,000; in firefighter health and safety, $1 million; in fire data systems, $1.15 million; and in salary and expenses $850,000, sir.

Senator GORTON. Thank you for that outline.

Mr. Villella, do you have any plans to recommend an appointment of an Administrator for the Fire Administration?

Mr. VILLELLA. Mr. Chairman, we presently have that under study, and our present plans are to comply with the intent of the Federal Fire Prevention and Control Act and appoint an Administrator.

Senator GORTON. Thank you very much.

Could you outline FEMA's plans for review and revision of the Fire Prevention and Control Act, the plan which is mentioned in the Fire Administration's fact sheet?

Mr. VILLELLA. We presently have a survey underway, Mr. Chairman, which is reviewing everything that has been accomplished since the establishment of the U.S. Fire Administration, its new and expanded role under the reorganization of 1978, and the recent reorganization accomplished by the Director of the Federal Emergency Management Agency.

The results of that survey will be completed sometime within the next 90 to 120 days. That will establish for us a baseline of where have we come, where are we, and where do we need to go.

Senator GORTON. And you will make any recommendations as to changes to the act in that context?

Mr. VILLELLA. Yes, indeed.

Senator GORTON. Let's take the last part of your last answer. Where are we going to go? Could you discuss briefly the long-range planning for the Fire Administration and whether or not you see its role changing significantly over the long term?

Mr. VILLELLA. In response to the latter part of the question, we do not see it changing significantly over the long term. There are some fundamental areas which we have discussed with the leadership of the fire service to determine the priorities which we should pursue both on a short-term basis and on a long-term basis. we would be very happy to make that paper of priorities, which was done by our own staff of the U.S. Fire Administration and members of the Joint Council of National Fire Service Organizations, available to you, Mr. Chairman.

Senator GORTON. We would be delighted to have it.

How would the termination of CFR affect the activities of the Fire Administration? Would that, if it takes place, have any impact on your long-range plans?

Mr. VILLELLA. The present state of our long-range planning discussions that we have held have quite frankly excluded any deliberation about products of or relationships with the Center for Fire Research, so my immediate answer would be none that we can think of at this moment.

Senator GORTON. In any event, you have to wait to determine whether, in fact, Congress does terminate it before you are going to consider that question?

Mr. VILLELLA. That is correct, Mr. Chairman. I would say, if I may add, that we certainly subscribe to the requirement to perform research, research in such a way that it eventually does become operationalized for user orientation, and we are still dedicated to that purpose.

[The following information was subsequently received for the record:]

QUESTIONS OF THE COMMITTEE AND THE ANSWERS THERETO

Question. Do you believe the Nation's fire problem requires a separate and identifiable agency?

Answer. If you mean, should there be an independent agency in the Executive Branch totally dedicated to addressing the Nation's fire problem, then the answer is no. We feel that there is adequate national identification and attention given to the fire problem with the U.S. Fire Administration and the National Fire Academy within the Federal Emergency Management Agency.

Question. How do you work to ensure that the National Fire Academy is not subordinated to any other part of FEMA's programs?

Answer. We accomplish this in several ways: First, there is a strong commitment by the agency Director, and his principal staff, to the National Fire Academy and its clear identity within FEMA; second, the National Fire Academy is a clearly identifiable organization within FEMA and has a specific line item identification in the agency's budget; and finally, the position of the Superintendent of the National Fire Academy is maintained at a high level, and high visibility within the FEMA organization.

Question. In a disaster-oriented agency such as FEMA, do you believe there is a danger of decreased emphasis on "small" fire prevention?

Answer. This may have been so when FEMA was first established. Current management recognizes that in any disaster, the fire services represent the first line of defense. Fire is a disaster, and annually causes more deaths and injuries and economic losses than any known natural or man-made disaster. Our intention is to integrate the fire programs more into FEMA's programs, not less.

Question. Do you intend to maintain USFA and the Fire Academy as a major and distinct element of FEMA?

Answer. The U.S. Fire Administration and the National Fire Academy are major and distinct elements of FEMA and we intend to keep it that way.

Question. As you know, the President's budget request for fiscal year 1984 proposes termination of the Center for Fire Research. The USFA also does fire research. Would USFA be able to continue some of the programs of the Center for Fire Research?

Answer. We need to distinguish between the research done at the Center for Fire Research and that work done by the U.S. Fire Administration. The research done at the CFR is much more "basic research" oriented. Their interest is directed toward the chemistry of fire such as fire growth, flame spread, and products of combustion and work in new experimental areas such as fire modelling. The work done at the U.S. Fire Administration is more the application of established technologies to fire problems like the utilization and enhancement of industrial sprinkler technology to home environments or the utilization of space technology to improved firefighting clothing and gear.

We would not be able to continue the CFR research, which required extensive laboratory capability and technical staff resources.

Question. Does the NSFA have a working relationship with the Center?

Answer. There has been a working relationship between the staff of the USFA and the CFR, which has been beneficial to both organizations in the past. I would not characterize the relationship as "close" due to the difference in the programmatic interests of the two organizations and the organization dissimilarities.

Question. In "America Burning," the Commission predicted a 5 percent reduction in fires annually for the next 14 years until fire losses were cut by 50 percent. Has this occurred? Why or why not?

Answer. The "America Burning" report set several goals for the nation in reducing losses due to fire. Such goals as: The reduction of fires due to human behavior by 80 percent. The reduction of firefighters injuries by 50 percent through better protective equipment, and the elimination of 90 percent of all property losses through better building design. We all envisioned these as achievable goals. I am happy to report that the trends in all major categories of loss due to fire is downward.

As an example, the number of total fires in the United States has declined from 3,300,000 in 1977, to 2,900,000 in 1981, a decrease of 400,000 or 12 percent over 4 years. Although this decline is not as rapid as we want, we are moving in the right direction. Many factors contribute to these declines. They include, increased awareness on the part of the general public to the hazards of fire; the adoption, at the local level, of innovative programs by the fire service, and advances in the necessary technologies to create a fire safe environment.

Question. Why does American maintain its poor fire record in comparison with the rest of the world?

Answer. Despite the progress that I have mentioned, America still leads the industrialized world in losses due to fire. We are, however, closing the gap. In the last reporting period (1979–1980) for which reliable international comparisons are available, America's fire deaths per million persons has declined by 17 percent, relative to the United Kingdom, Norway, Germany and Japan.

The reasons for America's high fire loss rate are complex and are rooted in American cultural patterns. It is interesting to note that the loss per fire among countries show America to have a low loss rate for fire. Simply put, once a fire occurs America's suppression forces are as efficient as any in the world, the reason for our staggering loss rate is that Americans have more fires per capita.

Question. What is the USFA doing in the area of arson? What results can be pointed to?

Answer. The USFA has taken a very pro-active approach to the arson problem. This can be seen by the progress in our varied arson programs.

Aims.—We are continuing our efforts for the development of on-going information systems at the local level for providing the exchange of information among law enforcement agencies, local arson groups and others. Cleveland recently was selected as the demonstration city for the development of a computer based model to be used in arson efforts.

Since over 50 percent of all arson arrests are under the age of 18 years we have started a major project in this area. The Juvenile Firesetters Program has already produced a manual for counselling children ages 3–7 years and we are presently giving final review of the manual for ages 7–14. The final manual (15–18 years) will be produced by the end of this fiscal year. Follow up workshops will be developed for field programs and a viable network of private and government agencies has been established to a point where 39 states are now formally involved in Juvenile Firesetters.

The USFA chairs the Federal Arson Task Force and is presently involved in expanding the organization to assure maximum effectiveness and to avoid replication of programs, projects and grants.

The Arson Resource Center is presently being established at the NETC and will be incorporated into the Learning Resource Center for the use of the Nation's Fire Service. The USFA will present a teleconference on Innovations for Arson Control in late Summer of 1983.

Proposals are being entertained for a major phased project on the Rural Arson Problem, which needs to be more clearly identified and appropriate strategies developed.

The USFA is hearing from cities around the country about their success in addressing their arson problems. For example, New York City has taken a very aggressive approach through its Arson Strike Force and the New York Fire Department show that arson in New York City has declined by 11 percent during the first half of 1982. This follows a year long city wide decrease by 8 percent in 1981. Two major projects are at the heart of this decline in fires; the Red Cap Program and the Team Policing Project.

Question. When "America Burning" was written, 95 cents out of every $1 spent on fire services went to extinguishing fires, 5 cents went to prevention. Has this changed?

Answer. In a paid fire department, 90–95 percent of departmental expenditures are for personnel costs. With the advent of tax-limitation initiatives such as Proposition Thirteen in California and Proposition Two and a half in Massachusetts, constraints and inflexibility of fire department budgets have increased. Despite these constraints on local government budgets, there has been an increase in public awareness which has led to an increased use of new technologies (sprinklers and smoke detectors) as well as an increased participation of the private sector and citizen interest groups in code issues and inspections.

Question. What did USFA learn in analyzing large and unusual fires in 1982?

Answer. The United States Fire Administration in conjunction with the National Bureau of Standards and the National Fire Protection Association has for the past several years operated a program to investigate special and major fires. This program is intended to acquire information that can be disseminated to the local level through direct contact and NFA sources that would help to prevent these tragedies. Recent lessons learned from major fires highlight the need for proper training of building management staffs. The need for proper design installation and inspection of automatic detection and suppression devices, and the need for continued vigilance in managing and enforcing fire and life safety codes.

Question. What percentage of fire departments in the United States have paramedical services?

Answer. The USFA cooperated on a national survey of 35,000 fire departments with the Act Foundation. Of the 3,700 respondents, we found that 17 percent provide advanced life support capabilities. Thirty-four percent of the fire departments provide basic life support only and twenty-one percent have some EMS capability but may be first responders only. Twenty-seven percent reported that they have no EMS capability.

Question. In "America Burning" the Commission said "to provide effective advocacy of fire prevention and control, and firm executive control the U.S. Fire Administration ought to be an Administrator-headed agency." Is this no longer true?

Answer. It is still true. The Public Law that created the USFA established the position of Administrator and determined that it should be an Executive Level IV position. We have no intention of changing this arrangement, and will follow the requirements of the Public Law.

Senator GORTON. Thank you very much for your testimony and for that of your colleagues. We appreciate your coming.

Our next witness will be Mr. Ely. Mr. Ely, you are particularly welcome here and we will be delighted to hear your statement.

STATEMENT OF ROBERT ELY, DIRECTOR, KIRKLAND FIRE SERVICES, KIRKLAND, WASH.

Mr. ELY. Good morning Senator. I have given you a prepared statement.

Senator GORTON. It will be included in the record in full.

Mr. ELY. I presume the rest of the committee will see it.

Senator GORTON. They have the opportunity at least.

Mr. ELY. My name is Robert Ely and I am from Kirkland, Wash. As you know, I am the director of fire services there as well as a building official, and I am interested not only in what the U.S. Fire Administration does, but the National Bureau of Standards as well in building research.

For the purpose of this presentation, however, I wanted to reiterate to you through the statement that I made previously that we on the west coast—the 10 Western States and the State of Washington—support the continuation of the Fire Administration. I had the opportunity 10 years ago to speak in front of Senator Magnuson when S. 1769 was introduced to establish the U.S. Fire Administration.

At that time, we supported all the things that needed to be done that was outlined in the report, "America Burning." Those items we addressed at that time are still valid today, and in my prepared statement I gave you eight items that I talked about at that time. The reason I included them was that I wanted to reiterate the fact that they are still valid.

Some of the serious fires that we have had of late really have not done a lot for us in the fire service, other than to say outwardly, "We told you so." More research has to be done on the national level to help those people on a local basis that cannot always do this kind of research. And we still have a long way to go.

I would like to also state that I agree with Dr. Ann Phillips in her minority report in "America Burning", when she wrote: "Widespread Public Education in Fire Safety Principles Should Be the

First Concern." We have barely touched the surface in public education. I think we need to pursue it a little further.

But, of course, first we have to become educated on what is happening in this country, and we can only become educated if the U.S. Fire Administration continues. They are the ones who gather the data and allow us to base, for whatever we do in this country, both on the local level and on the national level, as to what statistics really are, not what we think they are.

We need to take that education, and use it for our legislators at home. We need to use it for the general public, the architects, the manufacturers, and anybody else who is involved with things that burn and where people are killed and injured by fire.

I think the Fire Administration has come a long way in 10 years. We have been discussing what they should do and where they are going. However, we believe, at least on the west coast that they still have a long way to go. And I might add that the information they have gathered has to be passed down to the local level. It just has to be. Otherwise, it is no good just sitting on the shelf.

There are a lot of programs that USAF has put together that we agree with; and there is nothing wrong with what they are doing. But a lot of programs are still sitting on the shelf someplace. If a project is worth pursuing, it is worth continuing.

There are some reports, I am sure are not finished. I have worked on two of them personally, so I know they are not finished. There is a lot of good information in them and a lot of people out on the local level have a need to know. We think it should be passed along. That ends up being important to us.

And I think because funds are not what we would like to have them be—and we are not complaining about that because we support what is proposed—but you have to shift gears a little bit and priorities have to be changed. The fire service wants to help with those priorities.

I think the Fire Administration would be wise to carry even further their communications with us in deciding what really has to be passed along. We are willing to help do that, by the way.

There is another problem that we see. Because of the yo-yo effect of whether the U.S. Fire Administration is going to be in effect or not in effect. They have a tremendous turnover in staff, and, we think something should be done about this so that the U.S. Fire Administration can continue to move along and do the kinds of things that need to be done in their long-range plans.

The short-range things are all right, because that is what gets things done on a day-to-day basis but the long-range plan is where we are at and what we need. I do not think the Fire Administration was ever put together with the intent of operating on a short-range program.

The Fire Administration does not have to reinvent the wheel, quite frankly. There are a lot of studies going on by both private and public agencies that are worthwhile. They could gather these up, pass the information along, and be a clearinghouse for the kinds of programs that need to be done. Private industry can be of help here, but they need some guidance.

I just wanted to let you know that we were willing to support the administration. We are going to help them whenever we can. And I

think that everybody will benefit from that. I want to thank you for the opportunity to be here.

Senator GORTON. You are welcome. We are happy to have you here. If you will take your written testimony and turn to where you list those eight tasks for the Fire Administration, could you help us out by listing them more or less in order of priority, unless they appear that way already? Which should be emphasized most heavily?

Mr. ELY. They do not appear on a priority basis. This was as I saw it some years back. I guess on a priority basis we really have to know what is going on in our country and a data system is going to be up front so—we have to know how to plan our short and long-range planning. So the data system is going to be important to us.

I think that the safety functions—I do not see the exact language here for it—for both the firefighters and public, the safety functions of deciding what is the safest way for the firefighter to do his job, I think Mr. Villella touched on two of them and they are worthwhile projects—the self-contained breathing apparatus, the lightweight clothing.

However, I think there should be some correlation here with safety to the public, in buildings. That is where people are injured and hurt and that is what is going to be important to us. This is part of five, which is research developed on a national scale.

And so if I were going to put those on a priority basis, I would also say that public education is right on top. It is not enough for we, the fire service, to know what the problem is, but the public has to also be educated to the degree in which they also know what the problems are and do something about it. We cannot be everybody's guardian, but we can certainly let them know what the problems are.

Senator GORTON. Through your perspective, how effective are the Fire Administration's programs in firefighter training?

Mr. ELY. I think they are good. If there were a weakness, if I would say that, it is that it is not reaching everybody in an outreach program the way we think it should at this point. They are putting that program together. It is not finished and that is one of the areas in which I think we should pursue. The Academy is fine on training, but it needs to get out into the local areas. Not everybody is able to come back, both from a time and cost standpoint, to the Academy.

So the programs are good; they are just not complete yet, nor do they reach the local level to the degree that I think they will be able to do if they are able to continue.

Senator GORTON. Do they need to have expanded capacity from the point of view of numbers of trainees?

Mr. ELY. Yes, yes. This all takes time, though.

Senator GORTON. I would ask you the same question with respect to public education. What is your assessment of the Fire Administration's public education programs?

Mr. ELY. Well, for instance, this week I was real interested to see Mr. Villella come out with a public education program on kerosene heaters, for example. That is the kind of thing that needs to be done. It is one thing to say that they are bad and that we should ban them. That does not get the job done.

But to tell the general public what the problems really are is what we have to do more of. I think we are a little weak in that. But we are starting, so I think that is another reason to continue the program.

Senator GORTON. Finally, are you satisfied with the current incident reporting system?

Mr. ELY. Yes; however, the incident reporting system—the system is OK. What we do not have is enough departments reporting to the system. To give you an example, the State of Washington in 1980 only had 46 departments participating in this reporting system. At the end of 1982 we had 200, and I would guess that is a reflection on many of the States in the Union.

So the only problem we have yet is getting people—more and more departments involved and getting more and more information. That information is what is going to give us criteria for what we do.

Senator GORTON. Mr. Ely, I thank you very much for coming to share your thoughts with us today.

Mr. ELY. Thank you.

[The statement follows:]

STATEMENT OF ROBERT H. ELY, DIRECTOR, KIRKLAND, WASH. FIRE SERVICES

Senator Gorton and distinguished members of the Committee.

My name is Robert H. Ely and I'm from Kirkland, Washington. I am pleased to have the opportunity to speak to this body today about the funding and continuation of the United States Fire Administration.

We on the West Coast and the State of Washington support the continuance of the Fire Administration. We are convinced that few other governmental agencies touch the daily lives of the people in this country more often and in a positive way than the Fire Service. You may well know that the fire loss in the United States, in lives, injuries, and property loss, is the greatest in the world. A record not to be proud of. Each department and community does what it can within the resources available to them, but we need help in research and development of safety functions, operational procedures, and public education.

The Federal government has the opportunity to provide the kind of services it should to support local and state agencies in their endeavor to provide a fire safe community.

I had the pleasure of speaking before Senator Magnuson and the Commerce Committee in September 1973 on this same subject. At the time, Senate Bill 1769 was introduced to establish a United States Fire Administation and a National Fire Academy. Our Western Fire Chiefs organization supported that bill and its concept of resolving the problems outlined in the report "America Burning".

The items addressed at that time are still valid today. Much has been done by U.S.F.A.; however, the job is far from being complete. I will reiterate a few major points of my 1973 presentation to give you an indication of where we were, where we are, and where we still need to go. Those points include:

1. Assist state, fire districts, and local governments in increasing their effectiveness and coordination of fire suppression, fire prevention, and fire control.
2. Research burns and burn treatment.
3. Encourage installation of early warning fire detection systems and/or automatic fire extinguishing systems.
4. Substantially decrease the injury, death, and building loss brought about by fire.
5. Research and development on a nationwide scale that cannot be accomplished locally.
6. Establish a National Fire Academy; an academy that can effectively reach out to small communities as well as large ones.
7. Establish a national fire data system.
8. Establish some criteria for Fire Service Master Plans.

To facilitate these projects, we supported the bill that formed the United States Fire Administration.

The report of the National Commission on Fire Prevention and Control, "America Burning", is as valid today as it was ten years ago. The problems are still with us. I am not implying that nothing has been done, but I am saying we still have a long way to go. Some of the recent large fires with considerable life loss and property loss have taught us nothing new, other than to say "I told you so". I agree with Dr. Ann W. Phillips in her minority report in "America Burning" when she wrote "Widespread public education in fire safety principles should be our first concern". We have barely touched the surface in this endeavor.

It takes a long time to gather good information and use that information to educate fire service people, builders, manufacturers, architects, the general public, and everyone else involved with fire loss potential in the hazards involved and the solutions to some of these problems.

The United States Fire Administration has come a long way in ten short years in getting a large job underway, and I applaud them for that. However, they have a long way to go.

I might add that this long road applies to FEMA's Emergency Management Institute as well. As you may have observed, I am also the City of Kirkland's Emergency Services Director, and I have heard very little from Emergency Services people relative to training and coordination for disaster planning on the local level. There are hundreds of fire chiefs in as many communities who share this dual role for civil defense disasters and fire. The Academy in Emmitsburg has some fine programs, but we need local training.

The United States Fire Administration needs to continued its role in assisting the fire service of this country in its effort to cut down the life loss, injuries, and property damage.

The fire service representatives in the Western States have agreed that we can support the four areas that are proposed for U.S.F.A.; namely Fire Policy and Coordination ($400,000), Fire Fighter Health and Safety ($1 million), Fire Prevention and Arson Control ($750,000), and Fire Data and Analysis ($1.15 million). We are also in agreement with most of the projects listed under each area of responsibility.

However, we have some reservations and concerns about the priorities assigned to each project and the completeness of the project. There have been many studies completed or partially completed that are sitting on the shelf somewhere in the Administration. I have personally worked on a couple of past projects that I know have valid information. This information has not been passed along to the first service people who have a "desire to know" because the reports have not been published. If any project is important enough to study, it is important enough to publish. After all, communication from U.S.F.A. to the fire service is the name of the game. We are not operating in a complete void because much information is shared now, but they have not gone far enough with present projects.

I am sure a part of the problem lies in the lack of continuity due to the turnover in staff. The Administration and the legislature should work toward tenure of people at the policy level of the U.S.F.A so programs can be set and continued. Let's get projects completed before we start another.

There appears to be a decision on the part of the part of U.S.F.A. on some studies that maybe the study wasn't worth the time and effort. Let the Fire Service help make that decision.

The U.S.F.A. does not have to reinvent the wheel for each subject to be studied either. Many agencies, both private and public, have started and are well along in some worthwhile studies. I would hope that U.S.F.A. in their quest to provide good research within the monies allocated would find the shortest route to their objectives and use many existing studies as they can.

The United States Fire Administration has many worthwhile goals and the organized fire service pledges our support in assisting them with their priorities and completion of these goals. And we urge Congress to support this most important activity. All of our citizens will benefit.

I thank you for allowing us the opportunity of expressing our thoughts on this matter.

Senator GORTON. Our final panel will include Mr. Amabili, with Mr. McCormack, Mr. Redden, Mr. Spaulding, and Mr. Kamprad. Would they come forward, please?

Mr. Amabili, we have your statement, which will be included in the record, and we will also include in the record the statements of all of those who are accompanying you who have submitted such

statements. If you would like to summarize your statement for us now, we would appreciate that.

STATEMENT OF LOUIS AMABILI, CHAIRMAN, JOINT COUNCIL OF NATIONAL FIRE SERVICE ORGANIZATIONS, ACCOMPANIED BY EDWARD McCORMACK, CHAIRMAN, GOVERNMENT AFFAIRS COMMITTEE, REPRESENTING THE INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS; JOSEPH REDDEN, ASSISTANCE VICE PRESIDENT, NATIONAL FIRE PROTECTION ASSOCIATION; ROMEO SPAULDING, NATIONAL LEGISLATIVE LIAISON, INTERNATIONAL ASSOCIATION OF BLACK PROFESSIONAL FIREFIGHTERS; AND CHARLES KAMPRAD, PRESIDENT, INTERNATIONAL ASSOCIATION OF FIRE CHIEFS

Mr. AMABILI. Thank you, Mr. Chairman. First of all, I would like to introduce the other members of the panel—Chief Charles Kamprad, on my right, who is president of the International Association of Fire Chiefs, Joe Redden, who is secretary of our council, Romeo Spaulding, representing the International Association of Black Professional Firefighters, and Ed McCormack, who is with the International Society of Fire Service Instructors, also chairman of our Government Affairs Committee.

As you indicated, the testimony has been presented. I would like to highlight several points and then will be glad to answer some questions.

First of all is the improved working relationship between the fire service and the FEMA officials during the past year. It was recommended to us by Congress at least year's hearings. We have all worked hard to achieve this goal and today we, representing the fire service who sit at this table, following Mr. Ed Villella, who represents FEMA, both testifying in support of the reauthorization of the U.S. Fire Administration and the National Fire Academy.

In addition to the improved working relationship with Mr. Villella and his staff, at the Emmitsburg campus we have noted an increased interest and support for our fire program from FEMA Director, Gen. Louis Guiffrida. Joint council, through its government affairs committee, and the U.S. Fire Administration working group have worked very closely to develop a program plan which we believe will best address the fire problems in this Nation with the current resources available, and I make that plain in part of my testimony.

We have also worked very closely with the National Fire Academy and, frankly, we are becoming quite concerned with the high rate of admissions rejections because many classes are filled nearly a year in advance. Almost you could say, Mr. Chairman, that their very success may be drowning them if we are not careful.

We have identified for this committee and the Congress within our testimony a proposed expansion of the program plan to help alleviate the oversubscription to the National Fire Academy courses, as well as identifying some projects to enhance the firefighter safety, fire prevention control, arson control, and emergency medical services.

Also I might comment that Chief Ely expressed a concern about the need to expand the outreach program and that was proposed

within their proposal. But, at the same time, we are also aware that the Congress and the President desire to maintain a freeze or a limit on the 1984 budget, and we certainly support that effort.

Although we have identified within our testimony those things that we think ought to be done, ought to be expanded, we at this time are not seeking an increase in authorization. We, therefore, appear before you to support the FEMA budget submission and specifically request a reauthorization of the Federal Fire Prevention Control Act to the previously authorized level of $22 million.

We also appear here today, Mr. Chairman, in support of the authorization on level funding for the Center for Fire Research within the Department of Commerce, provided, however, that the funding of that program in no way reduces the recommended funding of any other fire program.

That concludes my remarks, Mr. Chairman, and we would be happy to answer any questions you might have.

Senator GORTON. I thank you for your thoughtful statement and the kind of support that you have provided.

Are you and other members of the joint council satisfied that the Fire Administration's activities are responsive to the needs of the fire service community?

Mr. REDDEN. Senator, I find the spirit and level of cooperation between those responsible for the Federal fire folk, starting with General Guiffrida and Fred Villella as the associate director, to be at the highest level that I have experience, and the people responsible for carrying out the programs who are sitting here this morning, real professionals in their fields, so I feel very confident that with this type of relationship that these programs will be effective.

Senator GORTON. In the opinion of the joint council, how effective is the Fire Academy's training of volunteer firefighters?

Mr. AMABILI. I will take that one. I think they are doing a yeoman's job in supporting the effort across the country. I speak with some authority, being the director of training for the State of Delaware. We have 61 departments, one of which is career and 60 are volunteer.

And the outreach programs, the limited number they can offer us, is providing us with the continuing education focus which is really getting people who, through a lot of things we offer, to come back in and get a fresh approach with maybe some of the same things, but with different people saying it.

So they are doing a very good job. We feel strongly about that.

Mr. REDDEN. Senator, may I add to that? This also impinges on one of the questions you asked of Director Ely, whether the outreach programs are effective for the fire service. I had a conversation with Chief Swart in Seattle, Wash., last week and he informed me that as a result of the training program at the National Fire Academy, with him sending his people in and also people coming in from the State, that they eventually will have 80 percent of the firefighters and 50 percent of the fire officers in the State of Washington trained in arson investigation and detection.

So this surely impinges not only on the career firefighter but also the volunteer firefighters and, of course, we need more of this. But I think this is a shining example of what can happen with the outreach program and the train the trainer program.

Senator GORTON. Thank you very much.

Mr. Amabili, what do you see as the appropriate long-range role of the Fire Administration in both fire prevention and control?

Mr. AMABILI. I think, Mr. Chairman, the long-range goal, if not the continuing goal, of the Fire Administration is to continue to serve as a catalyst that it has been since 1973, when the report "America Burning" was released and the legislation was finally passed in 1974.

The funding levels to address such a monumental problem have been very, very modest, to say the least. They have been very, very small, and, as I think Mr. Bland commented earlier, he commented about fire being a local problem, and it is, and really the role of the Fire Administration is to serve as that catalyst to do those sorts of things that we cannot do at the local level on our own. The smoke detectors, the residential sprinkers are but two examples of the types of things that the Fire Administration is doing and should continue to do.

Senator GORTON. Chief Kamprad, I was just asking the staff up here, where are you chief?

Mr. KAMPRAD. Up until October 1982 I was chief of the city of St. Louis Fire Department. At that point in time I decided to retire.

Senator GORTON. And came back here?

Mr. KAMPRAD. I was at the time president of the International Association of Fire Chiefs.

Senator GORTON. You mentioned in your written statement that the fire data analysis activity of the Fire Administration should be considered the basis for the rest of its activities. Could you comment on the Fire Administration's current and proposed plans for this program?

Mr. KAMPRAD. I would like to, Senator.

The Fire Administration gathers the data and prepares solutions to problems of many metropolitan chiefs as well as volunteer chiefs—any fire chief. We have 8,000 members in our organization, and I am sure that for the most part they are happy to have that facility to go to for the resolutions of their problems on the local level.

While we are on the subject of solving problems, at this point I would like to interject my concern for the Center for Fire Research. If that organization were to be eliminated or were left with the USFA, the gathering agency, without the ability to really delve into and come up with the solution to the problem, it would be like trying to walk on one leg. I cannot overemphasize the importance the fire chiefs of our Nation place on that Center for Fire Research, along with the USFA and the National Fire Academy and FEMA's organization in Emmitsburg.

Senator GORTON. Thank you. Now, as a last general question, I would like to give any or all of you the opportunity, now that you know the detailed dollars of the Fire Administration programs, to comment on the relative importance placed by the Fire Administration on each of its programs—whether they are satisfactory or whether those priorities should be changed.

Any and all of you can comment on that question.

Mr. REDDEN. We at the NFPA are in accord with the program direction that the U.S. Fire Administration is taking. We see the

ultimate answer, if there is ever going to be an answer, to our fire problem in the United States in the application of technology and also education—education of the general public in fire safety and education of the fire service itself.

I see this in the smoke detector programs. I see this in the residential sprinkler program. I see this in the use of mini and micro computers being fostered by the U.S. Fire Administration in course actually being conducted at the National Fire Administration. So we are very happy with the programs. We see them addressing both the short-term and the long-term problems.

Senator GORTON. Chief.

Mr. KAMPRAD. Mr. Chairman, I do not believe you would find a representative of any organization of the joint council that could fault the program of the USFA. Through very gracious an act on the part of Mr. Villella and his staff, I believe that this organization has been invited to participate in the preparation and the assisting and letting them know what we would like to have done, and I think they have been most cooperative in preparing the program along these guidelines.

Senator GORTON. That sounds like the way more Government agencies ought to operate.

Mr. Spaulding?

Mr. SPAULDING. Yes, Mr. Chairman. I think one of the things that this particular document includes is the type of visionary perception that should be at this time integrated within the fire service as a whole. The programmatic areas that are stated here are only the beginning. They offer a wide range of improvement and continuation, and I think that is what is needed, rather than to enter into a program that would be short-range and short-lived, thereby negating the type of work that is needed within this Nation.

The other thing is that one of the, I think, clear and salient points that I have heard mentioned here this morning is a need to interfact technology with human behavior, and this would fall heavily within all of the areas that are mentioned here and especially impinge upon the educational aspect. I think you have had a lot mentioned about education.

Too often we that have been in the fire service and those who are in the responsibility area of providing the catalyst of leadership and technology in this Nation have not embarked on the type of programmatic areas that have been of need for so long a time as relates to education, and I think what Mr. Villella indicated this morning is the first step that took place here just recently with the conference, bringing all areas together that have interests in the fire service area to embark on a public education, fire burns, safety program is what has been needed for so long.

We are talking about this Nation being No. 1, as an industrial nation, in its fire loss area and we look at it and compare it with Japan, who is very industrialized but yet has reduced their fire loss tremendously, and it came as a result of integrating the human behavior factor into the technology, and I think this is what we are talking about here, and the programmatic areas that are presented here leave that avenue open and leave it available for development.

Mr. McCORMACK. Mr. Chairman, at the risk of this sounding like a love-in, I think a couple of things need to be said. First of all, I critically sat here a year ago and chastized Fred Villella and the whole FEMA contingency for walking out of the hearings after they did their dog and pony show, and I think the fact that they are here today exemplifies what has taken place in the democratic process through last year.

I do not look at the fire program of the Federal Government as it relates to those activities under FEMA acting in a void. I think they are acting in concert with, as far as they legally can, the Nation's fire service.

Where they go and where they are headed, I think, there is a couple or three points. Data. Data is not new. In the last 2 weeks there has been a lot of controversy about data. The NFPA was collecting data for 100 years and there is nothing wrong with some of their data, even if it is a sample. But I look at the Fire Administration as playing a coordinating role of giving us the type of tools we need to know where we can look, when we wake up this morning and see on a computer somewhere in our fire station or our association office where the fires were last night that resulted in death, loss, and how we can learn from them.

I look at it as an information management system. If Bob Ely in Kirkland, Wash., goofs up last night, I can look at it and the police computer in Boston this morning. We cannot do that in the fire service. And hopefully some day we are going to come here and say not 7,300 people died, but in the last year, with the cooperation of the Fire Administration and the National Fire Academy, we reached every citizen in this Nation with 8 hours of public education or 2 hours. And I think that is where it is going to be.

I see the Fire Administration and the fire program as the catalyst, the visionary, those that are going to make dreams become a reality for a fire-safe America.

Senator GORTON. Mr. McCormack, I thank you. That is a fine and eloquent summary. I must say, Mr. Amabili, both for you and for Mr. Villella, that some of the minority members have questions in writing which they have submitted and to which they would appreciate answers. They will be included in the record, and, of course, you will receive them.

[The statements follow:]

STATEMENT OF LOUIS J. AMABILI, CHAIRMAN, JOINT COUNCIL OF NATIONAL FIRE SERVICE ORGANIZATIONS

Mr. Chairman, my name is Louis J. Amabili. I am Director of the Delaware State Fire School, Immediate Past President of the International Society of Fire Service Instructors, Vice Chairman of the Board of Visitors to the National Fire Academy, a former member of the Presidents National Commission on Fire Prevention and Control and currently serving as the chairman of the Joint Council of National Fire Service Organizations.

As chairman of the Joint Council it is indeed a pleasure to submit testimony in support of the reauthorization of the United States Fire Administration and National Fire Academy within the Federal Emergency Management Agency. This testimony is presented on behalf of the eleven member organizations of the Joint Council as listed herein: Fire Marshals Association of North America; International Association of Arson Investigators; International Association of Fire Chiefs; International Association of Fire Fighters; International Fire Service Training Association; International Municipal Signal Association; International Society of Fire Service Instructors; Metro Chiefs of the International Association of Fire Chiefs; International As-

sociation of Black Professional Fire Fighters; National Fire Protection Association; and National Volunteer Fire Council.

Prior appearances before authorization committees were not as harmonious as this hearing is expected to be. You are to be commended Mr. Chairman for inviting the Joint Council representatives and FEMA officials to sit at the same table during this important hearing. We believe this exemplifies the spirit of cooperation that has been developed between FEMA and the fire service during the past twelve months.

As each day passes FEMA officials learn more about the nation's fire problem and the need to provide cost effective fire related programs to keep life and property loss from escalating. FEMA Director Louis O. Guiffrida is to be commended for his increasingly personal attention to the fire program and the improved recognition and visibility of the fire programs within the Federal Emergency Management Agency. Recognition must also be given to Fred J. Villella, Associate Director for Training and Education, for his efforts in establishing an amicable and effective communication network between the fire service leaders and the FEMA officials.

I will not present to you as part of this testimony the facts and figures about life loss, property loss and the magnitude of the injury problem caused by fire. These statistics have been presented at previous hearings and are available to you. These statistics represent the past. Instead, this testimony will reflect the present and the future.

The United States Fire Administration recently restructured within the Federal Emergency Management is divided into four offices: Fire Policy and Coordination; Firefighter Health and Safety; Fire Prevention and Arson Control; and Fire Data and Analysis. The Government Affairs Committee (GAC) of the Joint Council worked very closely with the USFA Working Group to establish priorities for each of these program areas and help guide the allocation of resources towards the primary mission of improving fire safety in the United States. Although the role of GAC was advisory in nature, the Working Group and FEMA officials were genuinely interested, cooperative and responsive to the many suggestions offered.

The program plan, endorsed by the Joint Council of National Fire Service Organizations includes a number of priorities and programs for each office within the Fire Administration:

OFFICE OF FIRE POLICY AND COORDINATION

Priorities for this office include overseeing the management and administrative activities of the Fire Administration and conducting programs which impact on fire and rescue service management practices.

Initiative for fiscal year 1983 include:

Improvement of NFIRS.—The aim of this project is to determine from the user's perspective, how to improve the National Fire Incident Reporting System (NFIRS) and how to make data collected through the system more accessible and useable at the local level.

Review of Fire Administration Historical Accomplishments.—A review will be made of Fire Administration accomplishments in terms of carrying out mandates of the National Fire Prevention and Control Act of 1974 as amended. Purpose of this review is to ensure programs undertaken by the Fire Administration in the future follow through in meeting mandates of the Public Law without duplicating work already done. In addition, this review will serve as the basis for recommendations for updating language in the Public Law.

Public/Private Sector Partnerships.—The Fire Administration will examine and document existing public sector/private industry partnerships to address fire prevention-related problems which can serve as models for similar activities in the future.

Regional Fire Libraries.—The Fire Administration will update, and expand where feasible, fire-related information materials available through FEMA's regional offices.

Long-Range Plan.—A new 5-year plan for the Fire Administration will be developed.

OFFICE OF FIREFIGHTER HEALTH AND SAFETY

Priorities for fire fighter health and safety include assisting in the development of improved protective clothing and equipment, establishing preventive programs, and improving diagnostic and immediate care procedures for fire victims.

Ongoing programs for fiscal year 1983 are:

Apprenticeship Training.—Managed by the International Association of Fire Fighters, in cooperation with the International Association of Fire Chiefs, this program is a continuation of support for development and tracking of basic fire training and related work in cooperation with municipal governments.

Project Fires.—Through grants to the International Association of Fire Fighters and to 14 cities across the United States, this project is a continuation of research, development and testing of an improved turn-out suit for structural fire fighting. During fiscal year 1983, a model suit is being field tested by firefighters on the job. Design deficiencies identified by users in these tests will be corrected and incorporated into the prototype for a second series of field tests. Data from the final field tests will be analyzed and published.

Low Profile Breathing Apparatus.—The Fire Administration will continue to work with the U.S. Bureau of Mines and U.S. Divers Corporation in the research and development of a long-duration (2 hour), positive-pressure, mixed-gas system. Efforts are being directed at improving design and making the units more accessible to the fire service by reducing costs. It is projected that certification of the prototype by the National Institute for Occupational Safety and Health (NIOSH) can be accomplished during fiscal year 1983.

New initiatives for fiscal year 1983 include:

Fire Injury Diagnostic Procedures.—This project will begin with a voluntary data collection effort from emergency room medical personnel on the current diagnostic protocols relating to fire injuries. From this data, the Fire Administration hopes to develop for emergency medical personnel standard protocols for the proper diagnosis of fire-related injuries.

Fire Fighting Tools and Equipment Research and Development.—This initiative is aimed at identifying innovative tools and equipment applicable to fire fighting, modifying or improving on designs where appropriate and transferring that technology to departments across the country.

Fire Service Safety Officer Guide and Manual.—As a resource to fire departments creating the position of Fire Safety Officer, the Fire Administrations will codify work by a variety of organizations covering applicable standards, references sources and suggested practices.

OFFICE OF FIRE PREVENTION AND ARSON CONTROL

Priorities for this area include developing a pro-active program for fire safety codes and improving arson information management.

Ongoing programs are:

Arson Information Management Systems (AIMS).—AIMS is an ongoing information system providing for the exchange of economic, social, and criminal justice information among law enforcement agencies, investors, bankers, and state and local anti-arson groups. During this fiscal year, USFA plans to determine whether state-of-the-art data management and information processing technology are being used by AIMS. An evaluation component will be integrated into the system to analyze the system's effectiveness. A specific city will be selected for study and development of a model program.

Juvenile Firesetter Treatment Program.—A number of fire departments have been conducting research to determine the effectiveness of training firefighters as volunteer counselors to reduce juvenile arson and firesetting. To date, data have been gathered on age groups up to 7 and from 7–15. Focus for fiscal year 1983 is on the 15–18 age group. (50 percent of all arson arrests are of juveniles 18 and under.)

An evaluation system will document and validate the program's effectiveness in reducing juvenile firesetting incidents.

Federal Arson Task Force.—The Federal Arson Task Force consists of representatives from various federal agencies with responsibilities or interests relating to arson. Chaired by FEMA, the Task Force serves as a forum for these agencies to exchange information on current and proposed programs.

In addition to regular bi-monthly meeting of the Task Force, the Fire Administration will host during the year short resident seminars at the National Emergency Training Center (NETC). Outside guest speakers and experts in the field will be invited to contribute to this exchange, providing a wider range of information and greater visibility to the effort.

New initiatives include:

Codes.—Much work still remains to be done in the area of code unification and standardization. The Fire Administration will work with organizations that develop fire standards and encourage more private sector involvement in code development and implementation. The aim of this project is to build on previous work related to

code administration and enforcement done by the Fire Administration and to provide local officials with the knowledge and skills necessary to develop a strong, proactive code process at the local level.

Residential Sprinkler Program.—This is a multi-year, phased project which builds on technical work already accomplished in cooperation with fire-related organizations and the private sector under Fire Administration sponsorship. Initiatives in this area will be aimed at encouraging an awareness on the part of the public and business and industry of the benefits of and technical improvements available in residential sprinklers and by promoting their adoption and use.

Smoke Detector Survey.—Information will be gathered to provide current statistics on smoke detectors in the U.S. including how many are in use, average costs, maintenance costs and problems, and their effectiveness and efficiency. In addition, an assessment of the effectiveness of existing local/state legislation mandating use of smoke detectors will be made.

Teleconferencing.—During 1983, the Fire Administration will explore opportunities for using teleconferencing as a means for transmitting and exchanging information on arson.

Arson Resource Center.—Through the Learning Resource Center at NETC, arson information will be compiled and disseminated on request. Data gathered by the Fire Administration to date will be supplemented by current information from other sources to provide a centralized national resource on the arson problem.

Arson Computer Project.—This project will introduce and encourage the application of microcomputers to the arson problem. Potential program directions include encouraging attendance at the Academy's new microcomputer course and tracking innovative programs started at the local level as a result of this training. In addition, information will be gathered to evaluate the effectiveness of computers as a resource for addressing the arson problem.

Rural Arson Project..—This 3-phase study will identify the rural arson problem in the U.S.; suggest strategies to mitigate the problem; and measure the success of those strategies.

OFFICE OF THE FIRE DATA AND ANALYSIS

Priorities for this office are to ensure effective fire data collection on a national basis; to develop a data bank of timely, accurate and retrievable information; and to continue analysis of major and/or unusual fires.

Ongoing projects are designed to meet these objectives:

NFIRS grants.—To ensure the collection of accurate fire data throughout the United States, second- and third-year NFIRS grants to states/localities already committed to participation will continue. Overall, the NFIRS program will focus on upgrading the quality of current data and making it more readily available at the local level.

Technical Improvement and Support.—Working with FEMA's Office of Information Resources Management, the Fire Administration is continuing to collect, process and feed back to users data on the U.S. fire problem. Initiatives in this area will be aimed at developing more usable formats for data feedback, developing an improved version of the NFIRS data collection form and streamlining the data collection process.

In addition, the Fire Administration will continue providing technical support and training to users through the National Fire Information Council (NFIC). Annual and regional workshops will provide users a forum to exchange information and to review innovations in data mangaement and analysis.

Analysis of Major and Unusual Fires.—This project will continue in partnership with the National Fire Protection Association (NFPA). Case studies developed from these analyses will be used in an Advanced Fire Strategies course to be offered by the National Fire Academy.

New projects include:

Kerosene Heating Survey.—A national survey will be conducted to determine the magnitude of the fire problem related to use of portable kerosene heaters in the United States.

Special Studies and Reports.—The Fire Administration will continue to commission the conduct and publication of special studies and reports on current issues facing the fire and rescue service as well as the annual assessment of the magnitude of the U.S. fire problem.

Fire Fighter Death Survey.—A special study will be conducted to gather more accurate statistics on fire fighter deaths and their causes. Data will be analyzed to determine how these deaths can be prevented and/or reduced.

While the major thrust of the Joint Council's efforts during the current fiscal year were devoted towards helping to re-establishing the program priorities for the United State Fire Administration, the working relationship with the National Fire Academy continued. The co-location of the Fire Administration at the National Fire Academy campus in Emmitsburg should further enhance the working relationship between the fire service and FEMA, USFA and NFA.

Statisticas for the National Fire Academy will not be presented as part of this testimony. They, too, are available to your committee if desired. However, note should be made that the successful delivery of quality courses both on cmapus and in the field is causing a major admissions problem resulting in a large majority of applications received being rejected because of classes filling up nearly a year in advance.

While the fire programs (USFA and NFA) are both effective and cost effective, they still lack the personnel and financial resources necessary to meet the needs of the fire service and to make the desired impact on the nation's fire problem. With this in mind the Joint Council had planned to appear before this committee to request 25 additional full time equivalent positions and 3.85 million dollars in additional funding for the USFA and NFA as follows:

A. National Fire Academy:	
(1) Field Program Division, 200 additional Field Programs and 8 FTE's	$600,000
(2) Resident Program Division, Conduct 1, two week program in each of 50 states and 8 FTE's	900,000
(3) Conduct 6 National Teleconferences on fire	300,000
Total	1,800,000
B. United States Fire Administration:	
(1) Firefighter Health & Safety Division USFA:	
Toxic environment detection device for firefighters	250,000
Firefighter Health & Safety program development and delivery through NFA	300,000
Research & Development and data collection activity in the area of ropes, escape devices, escape breathing apparatus, descent devices	300,000
5 FTE's	250,000
(2) Fire prevention and arson control implementation of fire safety and protection program including high rise, smoke detectors and residential sprinklers and 1 FTE	500,000
(3) Emergency Medical Services Program	300,000
Provide administrative and technical support for the development and implementation of basic and advanced life support systems in fire departments.	
Provide an EMS resource center for fire department administrators and EMS system managers	
Provide EMS management courses through the NFA.	
3 FTE's	150,000
Total	2,050,000
Grand total	3,850,000

However, in keeping with the spirit of the President and the Congress, the Fire Service respects the proposed fiscal year 1984 freeze and pledges its support in curbing inflation and keeping the federal budget in line. Therefore, we support the entire FEMA budget submission and specifically request the reauthorization of the Fire Prevention and Control Act to the previously authorized level of 22 million dollars.

The Joint Council is also aware of the important work being conducted by the Center for Fire Research at the National Bureau of Standards and supports the position that the Center for Fire Research of the National Bureau of Standards be authorized and level funded within the Department of Commerce for fiscal year 1984 so long as the funding in no way reduces the recommended funding of any other federally funded fire program.

On behalf of the Joint Council I thank you for the opportunity to present testimony.

[The following information was subsequently received for the record:]

QUESTIONS OF THE COMMITTEE AND THE ANSWERS THERETO

Question. What would be the effect of terminating the Center for Fire Research?

Answer. The intent of the Center for Fire Research is to bridge the gap between pure research and applied research as it applies to the prevention and control of fires. Termination of the Center for Fire Research eliminates this crucial step between research for the sake of research and the application of research to the real world problems in fire.

Question. Do you believe it's important to keep USFA a separate and distinct element of FEMA?

Answer. Yes. As a distinct and identifiable element of FEMA, the USFA will serve as a continuous reminder that although the fire service is a major component in fire and disaster mitigation, its primary mission is fire prevention and education.

Question. In a disaster-oriented agency such as FEMA, do you believe there is a danger of decreased emphasis on "small" fire prevention?

Answer. Yes. There is always the danger of decreased emphasis on "small" fire prevention. However, maintaining a high visibility of both the United States Fire Administration and the National Fire Academy as strong components within FEMA will minimize the danger.

STATEMENT OF CHIEF CHARLES KAMPRAD, PRESIDENT, INTERNATIONAL ASSOCIATION OF FIRE CHIEFS

Mr. Chairman, I am Charles Kamprad, President of the International Association of Fire Chiefs (IAFC) and former fire chief of St. Louis, Missouri. The IAFC is a professional association representing the nation's career and volunteer fire chiefs who are responsible for directing local governments' fire prevention and control activities, emergency medical services and emergency response to disasters. I appear before you today to request the reauthorization of the Federal Fire Prevention and Control Act of 1974.

Organized in 1873, the International Association of Fire Chiefs long has recognized that the fire problem can overwhelm the capabilities of local fire departments. The history of tragic fires and disasters has convinced our members that a collective and cooperative effort on the part of local, state and federal governments is necessary to combat the fire problem.

At issue today is the federal commitment to fire protection. The nation's fire chiefs, the entire service community and the U.S. Congress have worked for many years to create and maintain a federal focus on the nation's fire problem. The U.S. Fire Administration, the National Fire Academy and the Center for Fire Research have met these needs. These important federal agencies deserve to be reauthorized.

The nation's fire problem continues to be serious and deserves federal involvement. The following point should be considered when identifying an appropriate federal fire focus:

The nation's fire problem demands a separate and identifiable agency, within the federal government, which will commit its total resources to assisting the existing fire protection community to serve the public needs and interest on a day-to-day basis.

The public interest can be served best only if unwanted fire is recognized as a continually occuring problem. The day-to-day aspect of this problem, its magnitude and its effects are vastly different from the problem of intermittent disasters.

The national focus must deal directly with, and be responsive to, the state and local fire protection community.

The fire technology programs must ge continued with concentration on solving current problems. An example of a project of vital important and promise that already has been initiated is the development of newer and safer protective clothing for fire fighters.

The National Fire Academy must not be subordinated to any other part of FEMA's programs. The fire programs should receive the highest degree of priority in keeping with the continuing magnitude of the fire problem. Through the academy and its system, new and transferrable technology, results of research and sound practices can be spread nationwide.

There is a potential decrease of emphasis on fire safety and prevention with respect to the small fire incident which can occur in a disaster-oriented agency such as FEMA. The home is cumulatively the most dangerous to human life. Residential

fires claim approximately 6,000 persons annually. These fires are not spectacular and often property losses are low. Nevertheless, it is the homeowner and individual family that suffer the most often from fire. Private residences are at the heart of the fire problem. The priorities needed here are vastly different from those required for a potential hurricane or earthquake, and these must be kept in proper perspective.

The IAFC has been engaged for many years in activities to define clearly the legitimate federal role in local fire protection. Fire prevention and control is accepted as a local responsibility. The U.S. Fire Administration (USFA) was created by Congress at the urging of the American fire service to provide a critical, coordinating cost-effective linkage among all federal, state, local, and private agencies and organizations responsible for fire prevention and control. This is still, and should continue to be, the primary function of the USFA.

The members of the IAFC, therefore, believe that the U.S. Fire Administration and the National Fire Academy should remain a major and distinct element of the Federal Emergency Management Agency. And we believe a strong organizational relationship is necessary between the Federal Emergency Management Agency, the U.S. Fire Administration and the Center for Fire Research to effectively mitigate the fire problem.

Since the creation of the U.S. Fire Administration, the IAFC has had opportunity to work closely with the fire administration, the National Fire Academy and the Center for Fire Research. This relationship has been one of mutual support for the benefit of the public and the fire service. We believe it is essential that dialogue be maintained between the fire service and the U.S. Fire Administration and FEMA.

Members of the IAFC participated in meetings with FEMA staff to effectively utilize the resources of the U.S. Fire Administration. We appreciate the opportunity to express our programmatic concerns for the fire service. Consequently, the IAFC supports the four program areas identified for the fire administration: Fire Fighter Health Safety, Fire Prevention and Arson Control, Fire Data and Analysis, and Fire Policy and Coordination.

The initiatives envisioned under the Fire Policy and Coordination Office will greatly assist fire department officerts to manage more effectively. An improved data collection and analysis effort will provide important fire loss information and experience to local fire departments. This is the type of federal activity that can have positive impacts at the local level.

Death and injuries suffered by the nation's fire fighters continue to be the highest of any occupation. Continued research into the development of fire fighter protection equipment and breathing apparatus is critical. The Fire Fighter's Health and Safety Office of the fire administration will provide resources for physical fitness programs, procedures to assist emergency personnel to develop diagnostic protocols for fire-related injuries and the management of safety procedures to be used for fire fighting.

Arson continues to present a severe threat to the nation's cities and rural areas. Death, injury and property loss from arson are an everyday occurrance in our society. Many fire chiefs state that arson fires represent 25 percent of the reported fires in their communities. The fire administration office of fire prevention and arson control has our wholehearted support.

In addition, to anti-arson measures, the fire prevention office will continue to examine fire and building codes, sprinkler systems and smoke detectors for residential properties. The IAFC considers this activity to be important in our attempt to provide safe occupancy for our citizens.

The office of fire data analysis should be considered as the basis of all of the fire administration's activities. Accurate and reliable data is absolutely critical in order to design effective counter measures to mitigate the fire problem. Data relating to fire fighter death and injury can be used to develop effective safety measures for fire fighting. Efforts to reduce death and injury to the nation's fire fighters should be a top priority for the fire administration.

The IAFC believes the programs identified by the fire administration will provide useful products and services to assist the nation's fire service to combat hostile and unwanted fire.

The National Fire Academy continues to provide quality outreach and resident education and training for the fire service. The IAFC supports the executive development curriculum and the specialized training programs. Our only concern is that the demand for these courses far exceeds the current delivery resources.

The International Association of Fire Chiefs is a founding member of the Joint Council of National Fire Service Organizations and concurs with the Joint Council statement. We believe that the current program initiative of the U.S. Fire Adminis-

tration and the National Fire Academy could be increased if adequate financial resources were available.

On May 4, 1973, the National Commission on Fire Prevention and Control released its report, "America Burning." This report was based on approximately two years of effort by fire service professionals, public management officials, the media and Members of Congress. I believe that the findings remain valid and the recommendations sound.

If additional financial resources were made available, this report continues to provide a blueprint to reduce the nation's fire problem.

Of particular concern to the International Association of Fire Chiefs is the Center for Fire Research in the National Bureau of Standards. Established by the Federal Fire Prevention and Control Act of 1974, we believe that this research activity is essential to the well-being of the public and the nation's fire fighters, and is necessary.

Clearly, the Federal Fire Prevention and Control Act of 1974, under Section 8—Technology Development Program, Section 12—Review of Codes and Section 18—Fire Research Center, identified research into fire and associated areas as a primary role of the federal government. We are convinced that fire-related research is a legitimate federal activity and should be continued. Since fire research is a specialized area, I doubt that the private sector can replace the research activities now being conducted at the Center for Fire Research.

The following is only a partial list of the fire research center's activities which the International Association of Fire Chiefs would like continued.

Major Research Efforts Directed at Reducing Fire Deaths and Injuries. The U.S. has the highest fire death rate in the world.

Fundamental Research on Fire at U.S. Universities. Since 1976, the center has supported virtually all such fire research programs after taking over the former National Science Foundation Fire Research Program. The center operates major programs on sprinklers, smoke control, smoke detection and building design.

Work on Combustion Product Toxicity Which Accounts for 90 Percent of all Fire Deaths. The center supports nearly all the U.S. research in this area. There are still no accepted means of measuring, interpreting or reducing the toxic effects of fire.

Recent High loss-of-life fires (the MGM Grand Hotel in Los Vegas, Nevada and the Stouffer Inn in New York) underscore the inadequacy of existing fire tests. New methods for flame spread and heat release are necessary to cope with the different burning behavior of construction and decorative materials. The center is the principal laboratory for development of these methods.

The only central U.S. fire research laboratory for fire protection officials and industry. The center provides laboratory work and technical assistance to more than 100 standards-writing and code committees engaged in fire protection. Almost none of these have laboratory facilities or technical staffs. CFR fire test and test method development facilities have provided important and continuing services to industry and other agencies of government for over 70 years.

In supporting the continuation of the fire research center, the IAFC would encourage a formal relationship between the center and the U.S. Fire Administration regarding the development of research priorities. The exchange of information between the research community and the fire service is essential to mitigate the fire problem and prevent needless civilian and fire fighter deaths and injuries.

In light of the important programs, training and research provided by the U.S. Fire Administration, the National Fire Academy and the Center for Fire Research, the members of the International Association of Fire Chiefs support the reauthorization of the Federal Fire Prevention and Control Act.

Thank you for this opportunity to present the views of the IAFC to you.

Statement of National Fire Protection Association

The National Fire Protection Association (NFPA) supports the reauthorization of the Fire Prevention and Control Act of 1974. In providing support for the reauthorization of the Act and the activities of the United States Fire Administration (USFA) and the National fire Academy, the NFPA provides the following brief background concerning the Association.

The NFPA, founded in 1896, is a non-profit, technical and educational membership organization. It has remained the principal public advocate for fire safety since it inception. The Association's membership of over 32,000 is drawn from the many disciplines involved in, and concerned about, the national fire problem. NFPA is not a trade or industry association. No one group or interest is dominant. The only

common membership denominator is a concern about fire safety. Members include fire service personnel, fire marshals, electrical inspectors and city manager; architects, engineers and educators; health care facility operators and similar groups from commerce, industry, insurance and the Federal Government.

One of the principal functions of NFPA is the development of more than 200 consensus Codes and Standards related to fire protection. They range from and the Life Safety Code through the National Electrical Code, the National Fuel Gas Code and flammable liquids standards, sprinkler and similar equipment standards to those used for fire apparatus, fire fighter safety and professional qualifications. NFPA has many other functions including public education, technical advisory services, research and development, and data collection and analysis.

The NFPA is a founding member of the Joint Council of National Fire Service Organizations (JCNFSO) and supports the position of the Joint Council provided in testimony by the Chairman at the hearing.

The NFPA has provided testimony or statements for the record in support of the United States Fire Administration previously the National Fire Prevention and Control Administration) at all of its authorization and appropriation hearings. While NFPA has been a strong supporter of the need for the United States Fire Administration and an effective federal focus on this Nation's fire problems, the Association has also provided constructive comments and voiced the Association's concerns regarding the policies and direction of the Fire Administration in the past. The NFPA would like to indicate to the Committee its support and approval for the present leadership and direction provided by the Federal Emergency Management Agency. The past items of concern to the Association that are now being effectively dealt with through the present administration of FEMA are:

The emergence of cooperative programs which, in the intent of the enabling legislation, work with existing organizations already well established within the national fire community rather than supplanting the activities of these existing efforts.

The Association has emplasized the need for continued recognition that fire is a state and local responsibility and federal involvement should responsibility and federal involvement should be in the form of support and assistance to state and local programs rather than through intrusion and take-over of functions traditionally held by such governments.

Emphasis has been provided that there be no diminution of the intent and purposes of the Federal Fire Prevention and Control Act of 1974.

Appropriate emphasis be placed upon programs dealing with solutions to the every-day community fire problems and caution be exercised to see that this activity is not subordinated by other programs of lesser national on-going need

That there be strong support and continuation of the programs of the National Fire Academy and that these fire programs receive the highest priority in keeping with the continuing magnitude of the every-day national fire problem.

The NFPA desires to complement FEMA on its recognition of the capabilities of on-going programs at the state and local level, as well as within the private sector. As a result of new management leadership within the Federal Emergency Management Agency, cost-effective, cooperative programs have been initiated with state and local agencies and other organizations as envisioned by the Fire Prevention and Control Act.

NFPA is encouraged by this display of refreshing new and effective direction within the Federal Emergency Management Agency and feels that even more involvement and usage of on-going programs can ultimately benefit the objectives of the Fire Prevention and Control Act of 1974. As the Nation's principal public advocate for fire safety, the NFPA provides its enthusiastic support for the reauthorization of the Fire Prevention and Control Act.

Senator GORTON. With that I thank you all very, very much for coming to this hearing and the meeting is adjourned.

[Whereupon, at 11:46 a.m., the subcommittee adjourned, to reconvene upon the call of the Chair.]

[The following information was subsequently received for the record:]

STATEMENT OF PHILIP S. SCHAENMAN, PRESIDENT, TRIDATA CORP.

IDEAS FROM EUROPE THAT COULD IMPROVE U.S. FIRE SAFETY

Europe has only half the fire death rate of the United States. Its countries are already below the level set as the goal for the U.S. Fire Administration at its creation, when the long-term objective was to cut the U.S. fire death rate in half in a generation. Several countries, such as Switzerland and West Germany, have death rates less than a quarter of ours. They achieve this in spite of having smaller fire departments.

Some of the key factors that explain Europe's good track record are described in a recently released study by Philip Schaenman. The study was started in 1980 while he was Associate Administrator of the U.S. Fire Administration, Federal Emergency Management Agency, and has been completed under a grant from The Tobacco Institute to TriData Corporation.

Successful fire protection in Europe was found to be less a matter of novel solutions or high technology than persistent, wide-spread application of basic fire prevention principles. Perhaps the key difference is that the public is aware of the fire problem and provides political support for a wide range of fire prevention efforts.

Most European practices are transferable to the U.S., and some are already being used. Others can be adapted. We should consider European practices as a stimulus to our own thinking. The U.S. Fire Administration and the National Fire Academy seem particularly well suited to identify practical ideas that can be disseminated here.

Among the European fire protection practices that contribute to their success are:

Public Awareness and Public Fire Education.—The European public is more aware of the need for fire safety as a result of its history of cities which have burned down and their desire to protect their family and civic heritage. The public knows more about fire safety, teaches it at home, and practices it. They seem to exercise more care with hot objects such as portable heaters, woodburning stoves, cigarettes, and matches.

Code Enforcement.—Plans for new buildings or alterations to old buildings are more rigorously reviewed by the fire service, insurance agencies or building departments. A greater percentage of such construction is reviewed by more highly trained personnel than in the U.S. Buildings in rural areas receive almost as much screening as in cities. The fire service has more discretion and is more likely to be backed by the courts both for the initial plans review and subsequent inspections.

Consumer Product Safety.—All electrical products, heating appliances and systems, and gas-powered appliances and systems must be government tested and approved in some countries. Different countries share their testing results and abide by them.

Insurance and Arson.—Insurance philosophy is that someone who has a fire should not profit from it and that the purpose of insurance is not only to prevent large losses to individuals but also to preserve the appearance of the community. Thus, insurance is paid in full only when a building that has burned is restored on the same site. This policy provides a disincentive for arson. The ability to obtain insurance is often tied to whether a building is up to code.

Chimney Sweeps.—Chimney sweep visits are mandatory in several countries and strongly encouraged in most others. Most homes are visited from one to four times a year by sweeps. The sweeps often provide advice on woodburning stoves and heating systems, and help test and maintain them. Sometimes the chimney sweeps also perform fire safety inspections. The sweeps often are trained at National Fire Academies, plus serve an apprenticeship. The result is that there are proportionately far fewer heating-related fires in Europe; in the U.S. heating is the leading cause of residential fires.

Fire Prevention Bureaus.—Most European fire departments emphasize fire prevention—especially plans review and code enforcement—more so than in the U.S. European senior fire officers spend the majority of their time on prevention.

Firefighter Training.—The average European fire officer receives far more training that his U.S. counterpart and also greater technical education. The training is more uniform within a country, and senior officers usually have experience in several cities before assuming command of a large fire department. Firefighters have higher entrance requirements—they often must have a trade, such as mechanics or carpentry—and receive more training, too.

Firefighter Health and Safety.—The European firefighter is generally not better equipped than his American counterpart. However, European firefighters are more uniformly equipped, more likely to use their safety equipment, and receive more

safety training. They also are not expected to take high risks to save property. These factors, coupled with a lower fire rate, result in dramatically lower death and injury rates.

These and other issues are described more fully in "International Concepts in Fire Protection: Ideas from Europe which the U.S. Might Adopt," by Philip S. Schaenman, 1983, available from TriData Corporation.

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